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ABSTRACT

A study examined state-level coordination of education and job training policy development in Massachusetts. Selected representatives of Massachusetts' four secretariats, 30-40 agencies, and governing and advisory councils/boards responsible for oversight of the commonwealth's education/training programs were interviewed. It was recommended that state-level organizations/entities take the following actions to coordinate work-related education and training policy: improve programs to collect and communicate information regarding the state's economic/work force needs; attempt to act as a conduit for increasing flows of occupational trend and economic development information to and from local practitioners; determine the kinds of resources and support that local organizations need to fulfill their planning responsibilities; intervene to simplify and systematize processes of applying for state funds/resources; determine ways of facilitating (removing obstacles to) the formation of linkages between schools, training providers, and industry; help vocational education programs take a more systematic approach to meeting Massachusetts' current skill quandaries; increase support for tech prep; and consider adopting successful international models of linking school and work and learning strategies identified as promising in U.S.-based research studies. The interview schedule is appended. Contains 173 references. (MN)

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Massachusetts State Council on Vocational Education

1993

STATE LEVEL COORDINATION OF EDUCATION AND JOB TRAINING POLICY DEVELOPMENT

Analyses and Recommendations

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U.S. DEPARTMENT OF EDUCATION
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FOREWORD

STATE LEVEL COORDINATION OF EDUCATION AND JOB TRAINING POLICY DEVELOPMENT

With increased emphasis on school-to-work programs for all students and efforts to create workforce development systems to address the training needs of all workers, the Council has expanded the scope of its coordination recommendations. We have commissioned a study that looks beyond vocational education and JTPA to consider the more complicated issue of coordinated policy development among the various governing boards, agencies, and councils responsible for education and training.

The analysis and recommendations that follow are the first part of an ongoing intensive investigation of the many incentives and barriers that have significant impacts on the coordination of policy development. The Council's researcher interviewed over fifty individuals from the education and training worlds. Interviewees included high level policy makers, agency staff, and regional and local program implementers. An intensive effort was made to understand the connections between programs of education and training and the policies under which they are created and recreated. It is the study's premise that a thorough investigation of the subject systems is necessary in order to understand the potential for the state to coordinate policy between the systems.

Subsequent reports will provide detailed interview analyses as well as additional specific recommendations.

James Green
Executive Director

STATE LEVEL COORDINATION OF EDUCATION AND JOB TRAINING POLICY DEVELOPMENT

A THEMATIC OVERVIEW

Reviewing the transcripts of interviews conducted with selected representatives of the 4 secretariats, 30-40 agencies, and in particular the targeted governing and advisory boards/councils that have oversight responsibility for the Commonwealth's education/training programs, this study has attempted to explore **how the constituent parts of the *work-related education* and *training* 'systems' relate to each other so as to form an 'integrated' whole.** [Bento/Sapienza] **Yet one of the dominant themes that emerged from this study of a 'system that isn't a system' is the notion that this *entity* -- 'system' or no -- is "very hard to get your arms around."** [Bento/Tobin/Rauschenbach et al]

To provide a brief overview of this amorphous 'system,' an attempt has been made to cull **the dominant themes** that emerged from the discourse of respondents. These themes reflect **the major preoccupations, concerns and aspirations** of the various actors engaged in ofttimes discordant interaction within this policy arena. Thus, one of the first images to leap off the pages of the interview transcripts is the notion of **'too many boxes'** -- organizational structures competing for control, resources and 'clout' -- within a crowded field. Consequently efforts at **integration of program initiatives and conservation of resources** have found expression in terms of the **need for a system 'merger'**: i.e., the proposed *education/training 'merger'* that occurred as Piedad Robertson was installed as the Commonwealth's first Secretary of Education; and the targeting by numerous policy actors of the MASSJOBS Council **(MJC) as the central coordinating entity** within the work-related education/training system. [Scibelli/Robertson/Marks]. Indeed, as the need for integration is strong within the larger system, one of the education system's '4 heads' -- Commissioner Antonucci -- seemed to indicate that the 'downsizing' of the Department of Education (i.e. eliminating 2 out of 4 Associate Commissioners, including the Associate Commissioner of Vocational

Education) had actually facilitated efforts within the DOE to get people 'talking to each other again: ***"It isn't good to have too many boxes."***[1] [Antonucci].

A second interpretation of the notion of 'too many boxes' centers on the need to **coordinate/streamline the service delivery 'system'** so as to deal with: 1) ***simplifying*** **the 'paper bureaucracy'** -- the 'alphabet soup' of RFPs and RFQs -- imposed by the various layers of government (federal/ state/local) on the funding and program development process; 2) ***standardizing*** **reporting requirements and application processes -- i.e., for 'multi-REB initiatives'** such as the MVoTech tech prep consortium in the Merrimack Valley; 3) dealing with the problems generated by **revenue streams deriving from many sources** -- each with their own disparate and relatively inflexible requirements -- that create situations where **'DOE may say yes, JTPA hmm'** to funding applications. [Vanier]

So deeply entrenched are the problems generated by the lack of integration that a superficial reorganization at the state level -- that is, merely **'moving the boxes around'** -- is not going to change delivery at the local level: therefore, more substantive changes are called for **to transform this 'system that isn't a system'** into **a comprehensive, integrated system for work-related education/training that is keyed to labor market outcomes.** [Sapienza/Rauschenbach] But as policymakers look to construct **mechanisms** that foster ***connectivity/interactivity*** within a 'system' that encompasses both **the 'education for work' initiatives of the BOE/DOE and the 'workforce development system' of the MJC** -- two alternative models of integration present themselves: **grassroots up/bottoms up VS state agencies down.** [Tobin]

Yet inextricably linked to these mechanisms for fostering connectivity (which embody *decentralized* VS *centralized* modes of coordination) are the dual notions of ***coordination*** VS ***control.*** The tensions between these two modes of interaction constitute an abiding and tendentious theme in this study. Indeed, while policy actors may speak of **'putting our money on the table,' putting**

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[1] Indeed, remarks a state official, **the Massachusetts education 'system' has 4 'heads'** -- Secretary Robertson, Commissioner Antonucci, Acting Chancellor Mitchell and the new President of the University of Massachusetts, Michael Hooker. [Mitchell]

our monies together,' or 'pooling our funds to serve customers better,' they **also ask 'how much is out there in the system?'** Furthermore, they point out that for MASSJOBS to actually implement the proposed 'Super Board,' they must do it by **"getting control of the $1 billion in the 'workforce development' system."**

This prospect indeed proves worrisome to certain elements of that 'system': **"Why?" ask the community colleges. "Why focus on counting the money in the MJC 'workforce development' system?** Who is to be included within the boundaries of this 'system'? Why would the MJC want to collect this type of data anyway? To put to what use?" To these anxious questions, CC administrators appear to have supplied their own answers: "Because of the legislation, because the MJC will coordinate all occupational education....And this is scary -- the MJC will be responsible for evaluation, the MJC will be responsible for coordination, the MJC will be responsible for distributing funds...."

Thus, the ***coordination*** VS ***control*** axis over and above the other themes cited here emphasizes the **competitive elements** in the interactions between the various policy actors peopling the work-related education/training system -- the elements of **organizational self-interest** that at times appeared to be more influential as 'drivers' of program initiatives than did the more diffuse imperatives of a customer 'service' ethic keyed to meeting the occupational needs of both trainees and employers. Thus, **in the various contests mounted by state and local entities over the distribution of funds, resources and 'clients,'** the education and training communities appear to need all the sustenance they can muster to prevail in a discordant policy arena: where policymakers speak in terms of **'power grabs' and 'empire building,' political 'defeats' and 'losses of face,'** and the inadequacies of 'team players' operating within the confines of 'a system that just isn't.' Surfacing repeatedly in these accounts of recent policy responses from the education/training 'community' to the increased demands for program 'accountability' is **the notion of 'system failure.'**

Thus, STCC President Andrew Scibelli acknowledges some of the frustrations the community colleges have experienced coping with the 'products' the

secondary schools pass on to them: "Do you know how much money we [the CCs] could save if we could stop doing what the public schools should have done? Why 80% of our [CC] students have to take remedial math!" But Scibelli at the same time cites the the track records of community colleges that take the 'failed products' of the K-12 system and in 12 months of study manage 'to turn them around.' [Scibelli]

Hence, the implication is that **if somebody else's system is held accountable and fails, 'Those of us left standing are the ones to run things.'** In the face of the failures of these others, **let us do it ourselves -- develop and run the education/training programs ourselves**. For example, administrators at a second community college argue that a state committed to keeping biotech manufacture in Massachusetts would pump $500,000 directly to 4 or 5 CCs to mount technician training programs. [MBCC]. And a colleague of another community college pushes to get JTPA funds to go directly to the deserving CCs. Although a DET staffer acknowledges that JTPA is "nothing to write home about," and a CC president is even more blunt in his assessment of this program's efficacy -- "JTPA is the worst waste of money" -- **there appears to be considerable competition over control of JTPA funds** within the Commonwealth's work-related education/training system.

At the same time, there is a concomitant **move away from reliance on the categorical imperatives of government-funded training programs to increasing involvement in contract training for industry**. Indeed, Northern Essex Community College's 'entrepreneurial' turn to contract training has moved so far and so fast that "If we had to slow down to the point where we had to **wait for federal and state dollars to train employees, we would do 1/10 the business we are doing now.**" Thus, **the new 'strategic alliances' that 'desperation' has caused some community colleges to seek out with industry** (in the face of declines in state and federal funds) has enabled these institutions to move away from "killing ourselves with the bureaucracy and paperwork of government-subsidized training programs" to embrace new ways of 'doing business' -- with business.

But the 'cluster-specific' training initiatives recently mounted by the biotech and software industries suggest that industry in turn appears to be moving away

from the 'inflexibilities' engendered by direct institutional provision of training programs to embrace a much larger role in meeting its own training needs. Thus, unsure of CC 'occ ed' programs ability to acknowledge an employer's sometimes 'desperate' need to be involved in shaping curricula and promoting worksite learning through internships, a few industries are beginning to take a more directive role in crafting their own training programs.

At the same time, other players within the work-related education/training system are countering CC expansiveness via their own assertions of prior claims to a particular 'piece' of the training 'market'. Hence, one of the education system's '4 heads' remarks: "It's a foolish move to get the community colleges to go into vocational training -- when the VTS can do it." Consequently, it should be the VTS -- not the CCs -- that deliver this particular product. Yet such institutional rivalries within one 'system (education) attain an altogether different order of magnitude when they find expression in the interrelationship between two different systems.

Thus, a player from within the education 'system,' is quite explicit about potential differences between the *education* and *training* 'camps' as to where the locus of coordination and/or control of work-related education/training programs should in fact reside. Acknowledging that the **education/ training 'system' is too 'fragmented**,' this school superintendent believes that "more skill development should be resting with public education -- with the **Board and Department of Education as opposed to the Department of Labor and Divisions of Employment Training**." Since 'fragmentation' at the state level indeed creates difficulties, there should be **a single organization initiating coordination**. **Considering that the 'MJC is DET in effect**,' and that 'we educators' are the ones expected to provide [the] skills, **"That [single coordinating] entity should be the BOE/DOE."**

'Bringing all the voices together'

In the face of the considerable disagreement that disparate interests, standards and constituencies have aroused within the various component parts of the work-related education/training system, **more positive themes have nonetheless managed to emerge** from the interview transcripts that hold forth **the**

possibilities of inclusion, understanding and eventual reconciliation. Seeking to cast off the 'stigma' associated with the categorical imperatives of federal job training programs -- the tendencies to separate out the 'disadvantaged' as an isolated and 'discrete cohort' -- a newly proactive Massachusetts training system (spearheaded by the MJC) has taken **a 'broader view' of 'workforce development,' and now aspires to serve 'all citizens.'** [Koch] The more universal focus of the 'competitiveness' agenda (evidenced in this and other state initiatives) dovetails neatly with the needs of both the education and training communities to find common ground with industry. Hence, an increasing responsiveness to industry's needs finds expression via both 'workforce development' and 'education for work' initiatives.

This push to enhance responsiveness to 'customer' need has in turn fostered a trend toward **system 'transparency':** that is, the aim to devise a delivery system for work-related education/training programs **that is 'transparent' or comprehensible to all, and thereby greatly increases accessibility for potential 'clients' of the system -- be they employers or trainees.** [Tobin/Bento/MJC]

Thus, a CC administrator imagines how she might devise a *'dream corridor'* lined with offices: "By walking down this hallway and stopping at the various offices, prospective students [in need of occupational training] would find out 1- whether they can go to school, 2- then go to DET to explore training options, 3- to Welfare if they need child care subsidies, 4- to DES to have their unemployment benefits continued, 5- to Social Services for the next thing...." [M. Wilson] Indeed, such a contrivance would represent **the ultimate in *'1-stop shopping'* -- an MJC goal whose appeal is nearly universal** for education/training providers familiar with the innumerable hurdles this 'system' has engendered for the providers themselves, as well as **for clients seeking to make a *'match'* with suitable training and eventual employment.**

With the Commonwealth's 16 REBs (Regional Employment Boards) attempting to 'broker' such matches in their respective regions under the aegis of the MJC's 'REB Model,' the emphasis is on **easy accessibility to such a system via '1-stop shopping' that also offers a multiplicity of possible entry points** into the 'workforce development system -- 'many faces and doors.' [Sapienza]

But at the same time that the 'system' devises these many entry points whereby prospective clients can gain access, it is important also to think in terms of providing **'but one exit point' to which no 'stigma' is attached -- hence the 'universal' focus** of program development geared to the needs of **the 'neglected majority.'** [Moriarty]

Indeed, **the new comprehensive, integrated work-related education/training system that policymakers seek to mold** is an all-encompassing safe haven -- that **provides a 'home'** for both clients of the system and the policy actors themselves. **Within this 'home,' the MJC has played a pivotal role** in attempting to get policymakers who have high-level responsibilities for overseeing this 'system' **in the 'same room'** -- thereby facilitating communication and policy coordination.

However, in the face of considerable resistance and some distrust of its motives as a pivotal actor, the MJC is attempting to seat these policymakers (within the work-related education/training system) **'at the same table' -- an inclusive MJC 'table'** -- that is at one and the same time **'nobody's table and everybody's table.'** [Vanier] And at this table, the Weld administration's support of the MJC's ongoing efforts to coordinate the 'workforce development system' is acknowledged via **Lt. Governor Cellucci's presence as 'chair.'**

The notion of the 'home' within the work-related education/training system can be extended to encompass the concept of **'family literacy'** -- the **comprehensive services offered** through the workforce development system **to support families as viable economic and social units.** [Rauschenbach] Within this particular arena **the 'workforce development' and 'education for work' systems find common cause**, as the delivery of services is **'bundled' around children in the schools -- which thereby provide the institutional base for comprehensive, integrated 'cradle to grave' service delivery to families.** Thus, BOE Chair Martin Kaplan appeared to be acknowledging the need for greater secondary school involvements in continuing education programs now servicing 'moms and kids,' as he cited the observation of a visionary school superintendent -- **'I will only be happy when there are as many adults as children in [our] public schools.'** [Kaplan]

At the same time, however, the most appropriate vehicle for conveying families to this 'home-like' abode is said to be a hardnosed **'customer-driven system'** -- keyed to incorporating market mechanisms within the work-related education/training 'system.' [Spring] Hence **the ubiquitous 'entreprepeurial model'** cited by policymakers and providers both. [Koch/Tobin/Dimitri]

Thus, CC presidents like NECC's John Dimitri are quite open about the extent to which **the 'desperation' that funding declines have engendered has acted as a 'catalyst' to institutional 'entrepreneurialism' and much-needed innovation** -- new program initiatives mainly housed within a rapidly 'vocationalizing' Division of Continuing Education. Indeed, claims a NECC administrator facetiously, **"David Osborne is stealing our stuff!"** At the same time, an RVTS superintendent echoes his CC peers (and sometime collaborators) as he remarks, **"You have to become very *entrepreneurial* to do these things"** -- to put together the funding packages needed to support a proliferation of continuing education programs catering to a 'clientele' that would appear to be more readily accommodated within the 'workforce development' system than by standard 'education for work' secondary-school programs for youth. [Tobin]

Yet at the same time that MJC board members like William Spring laud the entrepreneurialism that results in a 'competition' to serve the 'customer' better, there is another face to institutional 'entrepreneurialism' that has more troublesome implications. Thus, one official in the Commonwealth's Division of Capital Planning cites the "phenomenally bad planning" that underlies the evolution of a state higher education 'system': presided over by '29 entrepreneurs' ostensibly acting as college presidents -- each one "looking out" for one particular institution, **each one "wanting to increase market share," and all 29 unable to acknowledge that "you need to divide up this population of eligibles** [prospective students]" amongst 2- and 4-year colleges and the university system. [King]

Indeed, **the generalized failure to recognize how the inroads any one of these institutions make on the 'market shares' of the others** makes for an institutional 'survival of the fittest' predicated on 'system maintenance' rather than responsiveness to 'client demand.' [Ibid] This **sense that organizational**

self-interest shapes the policy process so as to inhibit a coordinated approach to meeting 'client' needs raises the question of **just who is being 'served' by the operations of this 'system' -- the organizations/institutions through which funding flows? Or the customers/beneficiaries of the system?** [Lary] And who decides what is 'good' for these customers?

Indeed, it appears that the MJC model of a 'customer-driven' system assumes a world of perfect information so far as the 'match' between trainees and employers is concerned: hence, the operation of 'rational self-interest' will culminate in the perfect 'match' where what is good for the prospective trainee will be in harmony with what is good for industry and the larger society. Yet this 'customer-driven' model only seems to acknowledge a breakdown in the operation of 'rational self-interest' as motivating force when applied to the **public sector** components of the workforce development system -- that is, education/training providers prone to 'shirking' their responsibilities as they allow bureaucratic imperatives to take precedence over what should be **the real 'starting point' for the impetus to coordination -- "The aim to provide better and more sensitive services to clients."** [Lary]

However, there are alternative **interpretations of the workings of the school-to-work 'pipeline' which emphasize the impacts of industry's *reception* of 'all the smart kids' that the education system is intent on producing.** (Murnane and Levy, 1992) Thus, an emergent policy consensus puts forth the proposition that it is not education policy but workplace organizational reforms that hold the key to bringing about a 'high-performance/high-wage' economy: as the productivity of a national labor force is "dependent critically on how workers are used, not only on the skills workers bring to the job." (Murnane [1986], p. 218)

From these origins have sprung the calls for a comprehensive, integrated education/training policy to serve as an entree for government intervention into the loftier realms of 'industrial policy.' (Streeck, 1987) Such attempts to traverse sectoral boundaries find economists of education now looking well beyond education reform to ponder the efficacy of various public policy 'interventions' that can serve as inducements to creating change in the workplace: "...**What, if any, public policy actions would encourage firms to**

make the nonincremental changes needed to move to high-skill, high-productivity, high-wage techniques"? (Levy & Murnane, p. 287)

Yet still other more collaborative approaches hold forth as **a potential model for effectuating change in the American school-to-work 'pipeline' the 'tripartite' collaboration of the 'social partners' in corporatist Europe,** where government (and by extension the education/training system), industry and labor look to work in close combination to construct and sustain comprehensive, integrated vocational training systems keyed to labor market outcomes. (Osterman, 1989) This next section of this paper looks to these more collaborative approaches as it attempts **to sum up the RECOMMENDATIONS that have emerged from this study of policy coordination** within the Commonwealth's work-related education/training system.

RECOMMENDATIONS

In attempting to sketch out an 'effective agenda' for linking both 'education for work' and 'workforce development,' as well as K-12 and higher education, I plan to cover here a few core points that seem especially important. Thus, these recommendations deal with broad problem areas that targeted boards and councils might want to consider as jumping-off points as they construct an agenda to discuss issues of coordination of work-related ed/tr policy, and to consider where state policymakers might most efficaciously make changes in the current 'system that isn't a system.'

To inform this discussion I am relying on the findings from the SCOVE research -- my own interpretations as well as suggestions made by respondents; a scholarly literature that spans various fields (from education to industrial relations and technology policy); and a few recommendations from faculty at the Harvard Graduate School of Education. Thus, to provide context for this discussion of policy recommendations, this report will briefly survey such issues as the current 'skills debate' and lessons gleaned from international comparisons of work-related ed/tr systems.

The Skills Debate

1- The first of the problem areas about which there has been considerable disagreement is the **'skills debate'** itself. Throughout the 1980s, scholars argued back and forth as to whether US employment trends in fact presaged an actual **'deskilling' or 'upskilling'** of work. As this skills debate escalated, concerns about the inadequacies of the [K-12] educational system found common cause with the new competitiveness agenda. (National Center for Education and the Economy, Tucker & Marshall) Consequently, researchers (i.e., Osterman) began to look to international comparisons of workforce skills and education/training systems for answers to the American quandary about declining competitiveness.

By the mid-eighties, however, even such critics of the 'high-tech bandwagon' as W.N. Grubb (who has also written extensively on vocational education) were acknowledging the substantial impacts that technological change -- most notably, the computerization of the work environment -- exerts on skill

requirements. Thus, Harvard Business School researcher Shoshana Zuboff's (1988) exhaustive analysis of the skill implications of computerization for white and blue collar occupations alike lent support to education reform initiatives aimed at promoting critical thinking and problem solving skills over rote learning -- efforts exemplified by the math curriculum proposed by the National Council of Teachers of Mathematics in 1989.

Zuboff also made explicit a notion that has surfaced repeatedly in the scholarly literature in recent years (most recently in Thinking for a Living by Tucker and Marshall) -- that American industry stands poised at the brink of two 'alternative futures': the first of these options is a 'deskilling,' low-wage alternative; the second, a 'high-performance,' high-wage alternative. The goad to action implicit in this dichotomy of alternative 'employment futures' has culminated in proposed federal legislation bent on "Creating a High Skills Competitive Workforce." (S. 1790, 10/91) Yet despite the manifest advantages of 'high-performance' work systems, the Skills Commission (1990) claims that "95% of US companies still cling to old forms of work organization." (National Center for Education and the Economy)

CORE QUESTIONS: Some questions to keep in mind next year as the BOE attempts to tackle the of setting standards for vocational education and school-to-work programs, and collaborating with the higher education and 'workforce development' systems: What are the skills implications of such claims? **Where is the Massachusetts economy actually headed in terms of its skill needs? What efforts do various state-level organizations make to find out and communicate such information** within the work-related ed/tr system?

Responding to Changing Skill Requirements

This brief overview of the 'skills debate' of the last decade is included here as prelude to addressing the question of how the various organizational components comprising the state educational system -- the BOE and DOE, the Secretariat of Education, and HECC -- actually go about the process of determining **how** (or whether) **the education 'system' and/or its various components should respond to the 'workforce needs' of a volatile state economy.** Given that

there are no easy responses to all the uncertainties inherent in the notion of alternative 'employment futures,' my SCOVE research targets as problemmatical the flows of information re occupational skill requirements that go back and forth between the state's industry, the agencies responsible for economic development, the targeted boards/councils, and education institutions and training providers. It appears then, that the state also need to inquire into **the adequacy of these information flows, the nature of the planning process, and potential state options.**

As the pace of technological change and industrial restructuring has accelerated, it has become increasingly difficult for educational institutions to anticipate and plan for changing occupational and skill requirements.[2] Indeed, in view of the complexity of the 'skills debate' itself -- i.e., the volatility inherent in the notion of 'alternative futures' -- how likely is it that educational institutions can or should respond with alacrity to a stated 'workforce need.' For example, surveying the responses of the Massachusetts higher education system to the 'workforce requirements' of various industries (i.e., minicomputers in the 80s VS. biotechnology in the 90s) reveals persistent problems in this area over the course of the last turbulent decade. One bone of contention involves the crafting of appropriate policy 'responses' to a particular industry's projected skill 'deficits': consequently, questions have surfaced regarding the reliability of the type of employment projections used to justify -- for example -- the Futures Commission's focus on education planning to meet 'mid-level' skill shortages (targeted also in Michael Porter's work for the state [1992, 93]). Thus, the SCOVE research raises questions about the process whereby educational institutions and training providers decide which occupations to target and about the accuracy of information flows as noted above.

Listed below are some preliminary findings from the SCOVE research that tentatively support the hypothesis that information flows between the Commonwealth's industry, economic development agencies, and the education/training infrastructure are not adequate.

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[2]Bentley College Dean, Patricia Flynn, has done considerable research in this arena -- see BIBLIOGRAPHY

Acting Chancellor Mitchell of the Higher Education Coordinating Council (HECC), freely acknowledged that HECC has no explicitly vocational mission nor expertise. Hence minus state direction or support in the vocational arena, the community colleges make their own individual institutional forays as developers of vocationally-oriented programs (which include '2+2' programs in collaboration with the secondary schools). Yet, only with Springfield Technical Community College President Scibelli's seating on the MASSJOBS Council has Community College leadership had regular opportunities to exchange views with policymakers when economic development issues have been put out on the 'policy plate.' Furthermore, Board of Education Chair Martin Kaplan acknowledges that things haven't yet 'gotten to the point' where the BOE is 'called to the table' (in the words of Associate Industries of Massachusetts executive Andre Mayer) when economic development issues are broached. If so, **how are educators kept informed re state and industry economic plans and how do they in turn find avenues for input into the education and training needs they generate.**

As to the K-12 system, Commissioner of Education Antonucci seems to feel that district-level advisory boards function adequately as conduits of information for vocational programs attempting to respond to the needs of local industry and labor markets. Yet with all the current emphasis on supporting local initiatives (over more centralized approaches), scholars like McDonnell and Grubb (1991) assert that education/training programs "may be no more than *blunt tools* in efforts to respond to and influence larger socio-economic trends" if policymakers lack "a complete map of the relevant policy system." According to these analysts, constructing such a 'map' for understanding the potential relationship of state education policies to the larger socio-economic context requires knowledge of market dynamics, changing technologies, regional economics, international trade, and institutions for labor 'adjustment.' But most state and local education and training planners and policymakers hardly have access to such prodigious fonts of information.

The point of this discussion of policy 'maps' is not that the state needs to provide more centralized direction to a decentralized system of work-related education/training. **Rather, I would argue that state-level entities might attempt to act as a conduit for increasing information flows to and from**

local-level practitioners -- particularly as they relate to occupational trends and economic development issues. For local practitioners (i.e., the superintendents of regional vocational-technical schools and local training providers) are hardpressed to keep abreast of such trends while fully engrossed in the course of their own demanding work routines.

This notion of the state working to facilitate information flows across policy divisions is all the more important given that the MASSJOBS Council is pushing hard to have the Regional Employment Boards (REBs) assume a central role as local-level coordinators (or *brokers*) between regional industry and ed/tr providers. Also as U.S. Secretary of Labor Robert Reich seems to be advocating a consolidation of programs for 'one-stop service delivery' under the direction of 'local labor market boards' (gearing initial efforts to unemployed workers seeking training and reemployment) -- these developments at both the national and state levels suggest that **the state should consider the question of what resources are needed to support these mandated increases in local-level initiative**. Indeed, the blanket $20,000 grants provided to the 16 MA REBs (regardless of size or level of activity) to support their increased responsibilities as brokers/coordinators barely seems adequate -- particularly when one considers that new efforts such as the MassJobs Council Cluster-Based Training Initiative has already sparked a number of responses relating to industry needs in machining, software, biotech and plastics.

Thus, given that the Commonwealth's local REBs and education/training institutions vary widely as to their resource bases and the extent of business and community involvement in program initiatives, **state agencies should consider what kinds of support these local organizations might require in view of the increased responsibilities that have devolved to them.**

Additionally, educational institutions and training providers as well as concerned REB people are quite voluble about **the need for some state-level organization to intervene to simplify and systematize application processes** -- the 'paper bureaucracy' that bedevils a prospective program initiative seemingly awash from its very conception in an alphabet soup of reporting requirements -- the dreaded RFPs and RFQs. To the extent that these requests for documentation are driven by federal regulations, perhaps there is little that

the state can do about them (except possibly to provide feedback to a new national administration eager to mount new initiatives in this general area). But to the extent that state agencies themselves generate the unending 'paper bureaucracy,' or to the extent that the state fails to intervene when the REBs generate their own unending flows at the regional level, again some state-level entity needs to step in to facilitate collaboration.

A particular issue in this regard is the 'multi-REB initiatives' that a number of respondents said were simply impossible to coordinate. As the state, and particularly the MassJobs Council, surely wants to encourage fairly large-scale collaboration within the work-related ed/tr system, multi-REB initatives would appear to be eminently sensible arrangements. Indeed, there is probably no single community college or regional vocational-technical high school in this state that draws their students' from within a region that happens to be coterminous with the boundaries of any one particular REB. Furthermore, given the current emphasis on mounting cluster-based training initiatives, it would appear that very few industries in this state would confine their activities to any particular REB. As a result, some state-level entity, such as the MassJobs Council, should take responsibility for bringing about the systematization of a 'multi-REB, multi-institutional' application process so that the required documentation is relatively standardized and scheduling disparities (that is, the timing of applications) are minimized. Perhaps local people (drawn from ed/tr providers and the REBs) would even be willing to assist the state in crafting new application procedures that minimize the complications of multi-REB initatives and maximize the likelihood of succeeding in these eminently collaborative undertakings.

However, before even attempting to facilitate coordination at the regional/local levels, the state needs to consider the adequacy of the state-level mechanisms built into the education/training infrastructure to address such issues: i.e., the creation of the new position of Secretary of Education meant to bridge the K-12/higher education divide; the development of the Committee on Education Policy (CEP) to act as an additional 'bridge' across these two systems; and the legislative and administrative empowerment of the MassJobs Council to play the key 'brokering' role within the state's workforce development system. How well have these mechanisms actually worked to coordinate policy across the

education/training divide? One incident stands out: when Representative Edward Lambert was interviewed early this past winter, he mentioned that he had been responsible for introducing the bill that called for a new Secretariat of Education. Though he had initially conceived of the position as secretary of education and economic development, he rapidly came to the realization that such a hybrid position' would not be politically viable: no one person could satisfy such diverse constituencies.

Representative Lambert's remarks crytallized some of the difficulties uncovered by a research effort which surveyed a broad cross-section of education and training policy professionals. Indeed, this coordination study has ended up surveying a quite discordant policy arena in which respondents frequently speak in terms of 'system failure' -- generally referring to the other guy's 'system.' The tensions between the 'education' and 'training' communities have indeed proven palpable and difficult to negotiate -- as was the interrelationships between industry and education/training probed on a more limited basis.

One source of tension between the education and training communities has in fact been the issue of industry's role in 'setting' occupational standards for training programs. Moreover, standing in the way of such 'tripartite' collaboration are tensions between industry and the education community that are deeply rooted in disparate work cultures and incentive structures. **How then to forge the necessary linkages between schools, training providers and industry? For successful vocational programs hinge on the presence of strong linkages**, which allow for the integration of academics and situated learning through practice by organizing a curriculum around the needs of a particular industry or industry cluster. (M. Porter/L. Porter)

Thus, the MJC's cluster-based training initative seems promising and the response it has elicited from various industries, ed/tr providers and individual REBs has also been good. Nevertheless, will the palpable tensions between and amongst these three sectors -- which were abundantly evident at every turn of the SCOVE research -- will these tensions impede the development of such linkages? And what would be the consequences of such a result? Indeed, Project Pro Tech Director Lois Ann Porter points out that so far as 'youth apprenticeship' efforts that the federal government may mount, if the

Commonwealth is perceived as lacking a cohesive 'systemic' approach (so far as state work-related ed/tr 'systems' can appear 'systemic'), MA may not be positioned to 'fit' into whatever federal initiatives in this area are undertaken by the Clinton administration.

A related question that the targeted boards/councils might want to consider yet again is the issue of the outright obstacles state-level entities create that impede the successful local-level collaborations that forge the sinews of such a state 'system. Indeed, as I have listened to a voc-tech superintendent detail his herculean efforts to meet the reporting requirements of the tangle of programs that support one individual student's training in the school's continuing education program or -- as equally plausible alternative -- heard a community college president describe the insuperable obstacles that stand between the school's placing trainee A into program B, utilizing funding sources C, D, E in order to train biotech technician F (who should eventually find employment at company G), I have wished that high-level policymakers across the various secretariats, councils etc. could hear these stories too. These accounts are indeed enlightening as to what can go wrong when one gets down to the essential nitty-gritty of service delivery. **The difficulties encountered constitute a coordinating problem of great magnitude and merit the attention of policymakers at the highest levels.**

It isn't just a matter of amending the RFP or RFQ procedures of state agencies and the REBs, or simplifying the reporting requirements for program initiatives that derive their money from many different sources. From the perspective of the community colleges, for example, if state entities want to encourage institutions to collaborate with industry in the development of 'occ ed' programs, then HECC needs to look at the simple realities of funding cycles which are premised on the certitudes of the academic and fiscal year -- while occ ed programs need to be delivered on a staggered basis throughout the year. HECC and the MJC also need to reassess their approach to data collection: for it appears that even the revised survey instrument that the MJC now use to *'count'* occupational enrollments fails to take account of the burgeoning growth in the continuing education divisions which now house most of those enrollments. This is important to do for the sake of good data collection but also from the point of view of those CCs most heavily invested in occ ed and

thereby concerned about the ways in which enrollment 'counts' influence revenue streams. However, from the point of view of system planners concerned about administrators seeking to boost enrollments in 'occ ed' programs simply to compensate for funding or enrollment declines in other parts of an institution, either HECC and/or the MJC should take a more proactive stance toward higher education 'vocationalism' so as to enhance the likelihood that beneficial outcomes (from the point of view of both institutional providers and 'clients') will in fact occur.

Vocational Education Programs and State-level Coordination

How can state-level entities assist vocational education programs in Massachusetts in taking a more systemic approach to meeting the state's current skill quandaries? Clearly, systemic change within the vocational system most likely will not occur minus the substantial input and participation in active problem-solving of frontline practitioners (including program administrators and the teachers who provide actual service delivery). Echoing their scholarly counterparts in management and industrial relations, education policy analysts like Elmore & McLaughlin or David Cohen are adamant about the failures of 'reform' efforts characterized by top-down modes of system change -- however well-intentioned they may be. Given the 'defensiveness' of participants newly attuned to the bouts of organizational competition and retrenchment occurring within the work-related education/training system in recent years, it seems doubly important to empower these frontline practitioners.

As counterexample to centralized approaches to education reform, one can offer up a 'vocational' initiative like REAL Enterprises: a program based in the secondary schools of the rural South that creates and supports school-incubated entrepreneurship (and thereby attempts to link student-run enterprises directly to community economic development). [R. Holcombe] As participating business education students strive over the 3-year course of the REAL program to develop, operate and eventually assume ownership of small businesses, teachers initially trained to teach office skills (i.e., typing) are expected to mentor the student-centered, contextualized learning that promotes entrepreneurialism. A tall order!

To respond to this difficult implementation problem, REAL program developers have struggled to support these teachers as they assume responsibility for their own learning: such a self-motivating, proactive approach to teacher preparation strives to empower teachers so that they in turn can nurture in their students the critical thinking skills needed to grapple with problems in a real-world context of unpredictable outcomes. [One notable aspect of the REAL regimen has been the participation of technical assistants -- local entrepreneurs -- who serve as consultants to support this teacher learning and also marshall political support for REAL initiatives at the state and local levels.]

But such initiatives not only promote teacher-directed change and student-centered learning, they also involve students in working toward larger community development and social welfare goals. Such efforts speak directly to Hamilton's (1990) concerns about the shaky transition that American culture provides for non-college-bound youth attempting to negotiate the break that separates school learning from the 'adult' world of satisfying community participation and work experience.

Such programs **enlarge upon traditional notions of 'vocational' education** by attempting to fuse the 'pure mentation' and 'symbol manipulation' of academic learning with the 'tool mentation and contextualized reasoning' of the work environment. (Resnick) This fusion is in keeping with new developments in cognitive science that reveal the strengths of such integrated learning strategies. The potential impacts of these developments on vocational education are manifest in the 1990 reauthorization of the Perkins Act which requires schools to **integrate more academic studies into vocational programs**. But has the 50% shop requirement that has prevailed in Massachusetts, the week on/week off alternation of classes and experience that comprise the typical vocational routine, impeded efforts to integrate vocational and academic-curriculum. A provision in the education reform bill will now permit modifications in the 50% requirement for vocational programs. It aims at overcoming structural obstacles to integration while at the same time requiring new state standards for vocational education. **Clearly this issue of how to integrate academic and vocational studies in Massachusetts' schools merits increased attention from state and local policymakers now that the reform package has been passed.**

But how will the BOE act to set standards for vocational education programs when general education is eliminated? What would be the impact of this change on vocational programs? **What models should policymakers consider in thinking about the future of vocational education.**

Overall the renewed emphasis on the 'intellective' nature of the skills needed at the frontlines of the 'Second Industrial Divide' has served to increase demand for more 'academic' work related education -- . (Piore & Sabel) These academic predilections also reflect the 'stigma' that has adhered to traditional vocational education programs -- often viewed as 'second class' in an educational system essentially geared to facilitating access to 'mass' higher education. (Bishop) Furthermore, questions about the employment impacts of school-based vocational training have intensified as economists have found that the post-secondary 'earnings differential' increased in the 1980s. (Levy and Michel). (However, Massachusetts vocational programs have maintained a relatively high combined rate of related job placements and post-secondary matriculation.)

But national concerns have prompted political scientist Gary Orfield to ponder whether our high schools should consider moving toward a more 'general' curriculum, thereby postponing vocational training until postsecondary school. At the same time, dissenters like Marshall & Tucker argue that the last 2 years of high school are typically a 'waste' for students in both the 'general' and 'vocational' tracks: so for the non-college-bound, why not proceed directly during the junior year into a high-quality 3-4-year course of technical training? Yet even this 'tech prep' approach pushes vocational commitments off until the 11th grade, so as to allow more academic preparation in the early years of high school as well as increased postsecondary options on completion of technical training. **Tech prep is one frankly vocational education innovation that enjoys near universal support and merits continued BOE experimentation and support -- perhaps encompassing some explicit and direct HECC involvement.**

Note that Orfield joins with the MJC and policymakers in the training community who suggest that any review the Board might undertake of existing vocational education programs should begin by **looking directly at the labor**

market reception of graduates: survey employers to find out for what occupations vocational education provides a hiring advantage; involve capable and receptive labor leaders (as well as the business community) in ongoing efforts to assess occupational training programs; and look at information flows to kids regarding their eventual job prospects. **If the BOE attempts to address the prickly issue of keying vocational education programs to labor market outcomes (and state policymakers plainly must consider this important question), it might attempt to couch the issue in a comparative context that encompasses the relatively seamless school-to-work transition of other industrialized countries.**

Harold Howe, former U.S. commissioner of Education and chair of the Grant Commission's study of the 'forgotten half' suggests that **new state vocational education initiatives should be on the lookout for cues as to federal policy redirection** -- for the Clinton Administration is sure to mount its own initiatives in this currently very topical arena. **Indeed, though there appears to a number of model programs operating in the greater Boston area**, the problem is **moving toward a systemic approach to constructing a comprehensive education/training system linked to the labor market. For despite local model programs, it is at the state level that Massachusetts appears to lag. Thus, from a coordination perspective, would the BOE be prepared to participate (along with HECC) in an exploratory exercise -- mounted jointly with the MASSJOBS Council and training and economic development agencies -- aimed at moving in this direction? Such an effort could also engage the University of MA as it moves steadily into the economic development arena -- perhaps with some new emphasis on the workforce implications of its ventures into supporting the development of 'emerging' industries.**

International Comparisons

To turn now to the international scene to survey other systems, most of the research that looks to cross-national comparisons of youth workforce policies tends to focus on corporatist models like the German 'dual system' of vocational schooling and work-based apprenticeships. Clearly, **the current**

policy focus on youth apprenticeship derives its inspiration from this German model, as cross-national research attests to the quality of the dual system's vocational training schemes. In a series of comparative studies, Prais (1988) attributes the failures of British manufacturers to capitalize on essentially the same technologies employed by their German counterparts to the Germans' superior workforce skills and preparation (i.e., the Meisters know and apply trigonometry to their work, but what of the British foremen?).

Yet the manifest 'rigidity' of the German model in forcing early occupational choices through its craft-based training system serves to highlight the attractions of Japan's more 'academic' approach to workforce preparation -- a system undergirded by the intellectual foundations laid down by the Japanese secondary school. Indeed, the intensive academic preparation of the Japanese high school fosters learning capacities that prepare its youth for careers of life-long learning across the multiple job changes that the 'flexible rigidities' of the 'lifetime employment' system necessitate. (Dore) Thus, these high schools are uniquely suited to cultivating the 'intellective' skills workers need to function effectively within the high-tech confines of the flexible production systems which the Japanese have pioneered.

Hence, **if the BOE is at all inclined to look abroad** for 'model' education/training systems geared to sustaining a 'high-wage, high-skill' workforce, **the uniformly high academic standards that characterize the Japanese secondary schools provide a plausible foundation for developing a 'common core of knowledge'** to which to aspire for all graduates of a *transformed* Massachusetts secondary system.

At the same time, it is worth noting that the Japanese education/training system stands apart from its European counterparts in the extent to which **'vocational' training is regarded as strictly the province of the employer -- not the education system** (note that under the dual system, German employers also shoulder a very large burden for training youth---estimated at a $25,000/year commitment per apprentice.) Consequently, there is no standard 'vocational' component in the Japanese high school, and thus no easy transfer of a 'knowledge core' from their system to ours. But **the uniformity of high standards in Japanese schools -- that cuts across SES to an extent that is**

unusual even among the advanced countries -- is one aspect of the the Japanese system that US policymakers need to ponder further.

At the same time, the frankly meritocratic Japanese education system has forged such tight institutional linkages with employers that a relatively seamless school-to-work transition ensues for those graduates who are not college-bound. (Kariya and Rosenbaum) For the 'flexible rigidities' that envelop both the Japanese education and employment systems tie secondary schools so closely to particular firms that the recommendations of high school teachers serve to 'credential' their students' placements into entry-level jobs within those firms. In distinct contrast to the discontinuities that characterize the American school-to-work experience, **these institutional mechanisms link high school performance directly to employment outcomes. This critical linkage is one element of the school-to-work transition that merits sustained BOE attention in the context of the whole coordination issue.**

In recent years a groundswell of scholarly activity and assorted national commissions has begun to advocate for the development of a comprehensive, integrated US education/training system capable of emulating the breadth and depth of the 'diffusion-oriented' training systems of the Germans and the Japanese. The US education/training system seems an anormally in these terms: while it provides ample opportunity for second and third chances to go the educational route to upward mobility, it fails to nurture the competencies of that part of the school-age population that does not elect to go on to 'real' higher education. Although both the German and Japanese systems force earlier educational choices which are critical determinants of life outcomes, they also take seriously the notion that those young people not going on to university merit a substantial 'human capital' investment.

But if one rejects the relentless streaming from school to work of the German and Japanese models of workforce preparation, **what alternatives appropriate to an American policy context are there?** Again, one can look abroad for models: for example, to the strengths of the Danish system, which combines intensive technical preparation with the flexibility to shift from a vocational/technical track to pursue a university education; or to Sweden's modular approach to vocational training, linked to an active labor market policy

(a combination that facilitates occupational mobility). A book like Marshall and Tucker's Thinking for a Living (which stems directly from the work of the Carnegie Commission on Education and the Economy) summarizes in readable form many of these international and domestic alternatives, while advocating forcefully for the development of a comprehensive American employment/training system. Such a system would manifest a far more cohesive approach than evidenced under the current 'patchwork' system to forge linkages between an individual seeking employment, an education/training program of proven quality, and an eventual job placement.

Massachusetts appears at the moment to be in the mainstream of the education reform movement, in that the current reform bill is attempting to incorporate within the state's K-12 system such innovations as a certificate of initial mastery. But in climbing on the latest education bandwagon to emphasize **the need for rigorous performance standards and increased accountability, the state needs to consider carefully what means of assessment it will employ** (also, what forms of support it will provide to help hardpressed school systems comply with the new requirements). As current research targets such devices as the incorporation of work portfolios and project-based approaches to assessment -- measures that attempt to assess problem-solving skills in real-life contexts -- it appears that **vocational education may offer some of the tools and strategies for revitalizing both itself and the larger secondary system of which it is a part.**

Pursuit of a new kind of 'vocationalizing' agenda would serve to reaffirm the vital link between schooling and work, which finds expression in other cultures in such strategems as the Swedes' first exposing schoolchildren to the adult workplace on entrance to primary school at age seven. (Nothdurft) Yet despite the efficacy of situated learning in work-based contexts as an instructional mode for mastery of tasks both simple and complex, the conditions that sustained traditional approaches to vocational training have become less prevalent. As vocational education programs geared to specific occupations and tightly defined skills receive less demand in this new work environment, **education planning for anything but the most generalizable of skills thereby becomes increasingly difficult. Given the pace of technological change and industrial restructuring, what then can the Commonwealth's current mix of**

vocational education and school-to-work initiatives offer non-college-bound youth?

I want to end this discussion paper by **revisiting some of the current US-based research on effective learning strategies: to briefly scan this literature for clues as to how a revitalized American 'vocational' alternative might eventually find broad application in both a secondary and post-secondary school-to-work system attuned to the need to integrate knowledge and practice** to meet the 'reskilling' needs of the next century.

One of the most promising avenues to pursue in the quest to 'reform education for work' is recent research findings from cognitive science. (Raizen) Some of this current research focuses on the discontinuities between the 'hermetically sealed' education that occurs in school and learning application in daily life, and suggests strategies for remedying these gaps. (Ibid) Thus, Sticht's research (1987) confirms the import of work context to learning performance: for marginally literate adults enrolled in military training programs made twice as rapid a learning gain in job-related reading as they did in general reading. As to learning strategies for mathematics: while problem solving in work-based contexts may be accomplished by workers developing routines of considerable sophistication that deftly mesh with task requirements, **these worker-generated routines may differ fundamentally from the rule-based algorithms 'taught' in school.** (Scribner)

What is more, **the school-prescribed strategies may -- for some learners -- actually interfere with the ability to generate appropriate solutions.** (Ibid) Thus, while workers often create their own increasingly complex approaches to problem solving in real-life contexts that allow them to draw on situationally-specific cues and resources (i.e., available tools, environmental clues, or the collective knowledge of their peers), students may fail to improve their performance at similar tasks by applying formal algorithms that "tend to overlook the importance of meaning" -- even in such fields as mathematics. (Raizen)

Indeed, Resnick (1987) suggests that the situated problem-solving activities that people undertake in their ordinary work routine are actually far more complex

than assessments of their 'textbook learning' would lead one to expect. This finding applies across a broad cross-section of occupations that encompasses milk deliverymen, chess masters, and avionics technicians. (Scribner) Thus, learners need the opportunities that situated learning affords to address ill-defined problems issuing out of authentic activity, and thereby to participate (along with their novice and expert peers) in collectively generating meaningful solutions. In the new 'informated' workplace, such collaborative approaches involve "Putting our knowledge together in order to understand." (Zuboff)

As the capacity for flexible, intelligent response to the shifting demands of the new work environment is of real utility to both worker and firm, youth apprenticeship and other work-based learning strategies need to teach not only how to perform a specific job or task but how to become a **'competent novice'** -- able to learn from any work setting over and over again across a career of lifelong learning. (Raizen) Indeed, **the job skills denoting proficiency appear to consist of competencies that integrate specific knowledge and skills and more general approaches to problem solving in unpredictable real-world contexts**: i.e., the capacities to work from incomplete instructions, or to employ effective mental models for large systems. (Ibid)

This apprentice-like situated learning rooted in the multiple demands of the workplace thereby serves to foster the development of 'expertise': that is, the capacity to discern 'large meaningful patterns' within a field or system; to generate multiple solutions to problems; and to make use of the situated work environment to formulate solutions so as to minimize effort and maximize result. (Ibid)

It is in this work environment at the cusp of the 'Second Industrial Divide' that the old distinctions between white and blue-collars, mental and material work become "perilously dysfunctional." (Zuboff) Thus, Zuboff argues that the boundaries between academic learning, professional preparation, and vocational education must now begin to fade. Yet it is at this juncture also that **both school and work need restructuring -- so as to allow the 'modeling of authentic work experience' to be incorporated in the routines of formal schooling, as well as increased opportunities for learning to become 'the new form of labor' within a transformed workplace.** (Ibid)

This will be no easy task. Any restructuring of schools has "profound implications" for the distribution of resources and authority and will meet with "covert, if not overt, resistance." (Raizen) Industry restructuring to enhance learning opportunities that combine theoretical and practical learning (like work-based elements of school-to-work programs) will be "even harder to accomplish" within an organizational culture which fails to recognize the import of mentoring subordinates. (Ibid) **The strong school-business linkages that can sustain the 'exemplary' vocational education initiatives needed to bridge these gaps will be "the hardest of all" these changes to implement, for they entail close collaboration between two disparate cultures.** (Raizen)

This scenario clearly has troublesome implications from both economic and equity standpoints. At the same time, to unleash the capacities of 'intelligent technology' requires a fundamental realignment in the prevailing work cultures of both the schools and industry: so that **learning is no longer a separate act occurring in "remote classroom settings... [but] the heart of productive activity" in the workplace.** (Zuboff) I believe that **it is in <u>this</u> context of the reintegration of schooling and work** -- where "knowledge comes to reside at the *core* of what it means to be productive" -- that Massachusetts policymakers and education planners should begin to think about developing and coordinating **a new 'vocational' agenda for the Commonwealth's schools and colleges.**

APPENDIX A

INTERVIEW SCHEDULE FOR STATE-LEVEL COORDINATION STUDY FOR MASSACHUSETTS STATE COUNCIL OF VOCATIONAL EDUCATION

June 23, 1993

Interview Schedule: lst level interviews

Secretary of Education Piedad Robertson.

Chairpersons, chancellors or directors , and some members

-- the **Board of Education**

Chair Martin Kaplan
Commissioner Robert Antonucci
Member William Irwin
Member Paul Reville, Exec. Dir. Mass. Bus. Alliance for Education & Alliance for Education

-- the **Higher Education Coordinating Council**

Acting Chancellor Peter Mitchell
Former Chancellor, now advisor Paul Marks
Former Director of Research Andre Mayer
Member Arthur Gelb

-- **Mass. State Council on Vocational Education**

Chair Gloria Williams
Supt. Paul Bento, Joseph P. Keefe RVTS
William Spring
President Roger Van Winkle, MBCC

-- **Committee on Education Policy**

(includes executive committees of BOE and HECC)
Paul Reville

-- **MASSJOBS Council**

Executive Director,Peter Koch
and chairs of standing committees:
Policy and Strategic Planning Sen. Henri Rauschenbach
Outcomes Bill Spring;
System Development and Customer Service
Tony Sapienza
Member, Supt. David Tobin, Assabet Valley RVTS
Member, Andrew Scibelli STCC president
Member, Paula Raymond, Research Associate Wellesley Center for Research on Women

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Background Interviews -- 2nd level

Legislature --

Rep. Edward Lambert
Sen. David Magnani
Sen. Henri Rauschenbach
Ted Constan, Chief of Staff to Sen. Thomas Birmingham

Department of Education --

-- School To Employment Services
Pam Barry
-- Program Quality Assurance Services
John McDonagh

Department of Employment and Training -- Judith Gilbert

-- Massachusetts Occupational Education Coordinating Committee -- Robert Vinson, Director

Secondary Schools

-- Supt. Paul Bento, Joseph P. Keefe RVTS
-- Supt. David Tobin, Assabet Valley RVTS
-- Louis Amadio, Superintendent of Schools, Leominster
-- Supt. Marsha McDonough, Greater Lawrence Technical H. S.

Community Colleges

-- Andrew Scibelli, President Springfield Technical Community College
-- Massachusetts Bay Community College
Roger Van Winkle, President
Amy Goodwin, Executive Director for Economic and Resource Development
George Luoto, Dean for Framingham Faculty and Student Support Services

-- Northern Essex Community College
John Dimitri, President
John Peroni, Dean of the Division of Continuing Education
Robert Mc Donald, Dean of Academic Affairs
Mary Wilson, Assistant to the President
Sandra Roberts, Center for Business and Industry

Representatives of the business and labor communities:

Associated Industries of Mass. -- Andre Mayer, Vice-President for Research and Communications

Mass. Biotechnology Council -- Susan Moulton, Vice President, Public Policy

Mass. Business Alliance for Education -- Paul Reville, Executive Director

Boston Carpenters Apprenticeship and Training Fund -- William Irwin, Director

Regional Employment Boards:

North Central Massachusetts REB -- Phyllis Lary, Executive Director

Lower Merrimack Valley REB

Peter Vanier, Executive Director

Arthur Chilinginian

Board members --

Leonard Wilson

Marsha McDonough

Joseph Bevilacqua

Project ProTech -- Boston Private Industry Council

Executive Director, Lois Ann Porter

Director of Training, George Moriarity

Bay State Skills Corporation --

Executive Director, Erik Butler

Former director, Susan Moulton

Jobs for the Future -- Richard Kazis

APPENDIX B

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